

Southwest Area:

Change from Priority B to Priority A and designate “site specific” Community Center

| Applicant | Location | Proposal |
|--|--|---|
| Rob Watson and other property owners | Generally in the area bounded by South Coddington Avenue and S.W. 12 th Street; West Old Cheney Road to West Pioneers Boulevard | Change from Priority B to A and designate a site specific Community Commercial Center |
| Recommendation: Change from Tier I Priority B to Priority A: Denial Designate a site specific Community Commercial Center: Denial | | |

Status/Description

The applicant proposes the following for the land generally in the area bounded by South Coddington Avenue and S.W. 12th Street; West Old Cheney Road to West Pioneers Boulevard:

- 1) Change the Urban Growth Tier designation from Tier I Priority B to Tier I Priority A for approximately 303 acres, and
- 2) Revise the Community Center commercial designation to designate specifically the northeast corner of South Coddington Avenue and West Old Cheney Road as a Community Center.

In reviewing this application the entire area designated Tier I Priority B was evaluated as part of this application. The land to the north, east, and a portion to the west of this application is designated Tier I Priority B; with an area of Priority A located generally south and east of West Old Cheney Road and S.W. 12th Street. The remaining land west and south is designated a Tier II urban growth area, for development beyond the planning period (25 years).

The application represents a coalition of 6 landowners who collectively own 303 acres which is well within a Tier I Priority B urban growth area. The majority of the 303 acres is within the Haines Branch drainage basin which comprises approximately 5,412 acres of land. Of the 5,412 acres about 2,220 acres is identified as Tier I Priority B.

The Comprehensive Plan acknowledges that as urbanization occurs over the planning period, the demand for new, additional Community Centers will increase. The Plan currently identifies a generalized “not site specific” location for a new Community Center in the vicinity of S.W. 12th Street, near West Pioneers Boulevard. It is anticipated that the Center will develop somewhere within a ½ mile of the location shown in the Plan. As part of major development proposals that include proposed Community

Centers, the exact location of the Community Center for that area should be determined and a Comprehensive Plan Amendment forwarded for consideration.

Comprehensive Plan Implications

Change designation from Tier I Priority B to Tier I Priority A:

The Comprehensive Plan states the following about priority areas on page F 29:

“Top Priority Area

Area generally within the city limits at the beginning of the planning period. There are still significant infrastructure needs within the existing city and areas currently under development. Some larger projects, such as Antelope Valley, will be ongoing throughout the planning period and will require significant infrastructure resources.

Priority A of Tier I

Areas designated for near term development are generally contiguous to existing development and should be provided with basic infrastructure within 12 years of the adoption of the plan. Some of the infrastructure required for development may already be in place. This area includes some land already annexed, but is still undeveloped and without significant infrastructure. Areas with this designation are the next priority for infrastructure programming. Some infrastructure improvements may be done in the near term while others, such as road improvements that are generally more costly, may take longer to complete.

Priority B of Tier I

The next area for development beyond Priority A, which currently lack almost all of the infrastructure required to support development. In areas with this designation, the community will maintain present uses until urban development can commence. Infrastructure improvements to serve this area will not initially be included in the City's CIP, but will be considered in the long term capital improvement planning of the various city and county departments.”

The Comprehensive Plan then addresses how the priority areas are to be used to guide infrastructure financing and utility planning. In particular, on page F 29 and 30 the Plan states:

“The principles for prioritization and the individual priority areas are described as follows:

- The top priority for the City’s CIP is to maintain existing infrastructure, provide for new neighborhood improvements and to complete needed improvements for areas already under development...*
- In order to implement the Plan Vision, infrastructure should generally be provided in different directional growth areas, depending upon limited financial resources and if there is development interest in the area...*
- Funds for improvements in new major drainage basins to the southwest and to the east should provide the opportunity for development to begin in these areas within the next 12 years.*

- *Generally, adequate infrastructure improvements should be completed in all Priority A areas where there is development interest prior to beginning infrastructure in Priority B areas.*
- *It is anticipated that there may be some unique circumstances to warrant consideration of development of land in Priority B prior to the full completion of improvements in Priority A. The community will consider development in a sub-basin in Priority B areas, before completing the infrastructure in Priority A areas, if all of the following conditions are met:*
 - 1) the project is contiguous to the City and proposed for immediate annexation, and is consistent with principles of the Comprehensive Plan,*
 - 2) the developer provides information demonstrating how the necessary infrastructure improvements to serve the sub-basin would be provided and financed. The City shall contact other public agencies to obtain their report on the infrastructure necessary to serve the sub-basin including utilities, roads, fire service, public safety, parks, trails, schools and library needs.*
 - 3) the impact that development in the sub-basin will have on capital and operating budgets, level of service, service delivery and Capital Improvement Programs is addressed,*
 - 4) there is demonstrated substantial public benefit and circumstances that warrant approval of the proposal in advance of the anticipated schedule.” (Emphasis added)*

Technically, the applicant is not asking for improvements in Priority B to be done prior to Priority A, as stated above. In this amendment the applicant is only requesting this area be added to Priority A. However, the applicant has stated that if this proposal is approved, they intend to work with the City on further details of how development on the 303 acres might occur in the near term. The review of this amendment does not include the overall infrastructure requirements needed to serve the balance of the Tier I Priority B area, estimated at 1,917 acres. It should be noted that the infrastructure needed to serve the applicants' 303 acres may partly serve a portion of the 1,917 acres remaining in the balance of the Tier I Priority B area. The applicant shows interest in financing some infrastructure as an effort to address the issue of limited financial resources. Thus, it is worth considering the four criteria mentioned in the Plan in regards to this proposal for a change from Priority B to A:

- 1) The land as a whole is **not** contiguous to the city, and the land in-between is not seeking annexation at this time.
- 2) The City has contacted other agencies for comments on service implications of this proposal. There are significant water, wastewater and arterial street improvements needed to serve these 303 acres, which are not in the infrastructure financing plans for the next 6 to 10 years.

Wastewater: Public Works and Utilities notes there are major trunk sewer, capacity and treatment improvements required prior to the development of these area. The draft 2005 CIP does not contain any improvements for this area within 2011. The financing of the draft 2005 CIP is based on rate increases over the next six years.

Service to this site would be from the development of a new trunk sewer from the north, which would be designed to provide wastewater service to the entire Haines Branch drainage basin. It is estimated that 5,300 linear feet of 24 inch trunk sewer would be needed to serve the Tier I areas in Haines Branch. This trunk sewer would serve to approximately South Folsom Street and Prospector Court. In addition, 2 miles of 21 inch sewer trunk mains would need to be extended to reach the applicants' proposed area. In 2005 dollars, the necessary wastewater improvements to serve the applicants property comprises 5,300 linear feet of 24 inch trunk sewers and 2 miles of 21 inch trunk sewers to provide adequate service, which is estimated at \$2.4 million. Further engineering study should be completed ahead of time for this area to determine infrastructure needs and costs prior to the scheduling of wastewater improvements.

Water: Public Works and Utilities states that a public water main is proposed in the draft 2005 CIP for S. Folsom Street from West Pioneers Boulevard to West Denton Road, and in West Old Cheney Road, from S. 1st Street to S.W. 12th Street in 2010. These public water mains would not directly serve the applicants proposed area. To serve the proposed area, an additional 24 inch main would be necessary in S. Coddington from West Van Dorn to West Pioneers, and 16 inch mains in the future east/west arterials, possibly in West Pioneers Boulevard and West Old Cheney Road. None of these projects are included in the draft 2005 CIP. The financing of the improvements that are included in the draft 2005 CIP are based on rate increases over the six year program. In 2005 dollars, the necessary water improvements to serve the applicants property comprises 1 mile of 24 inch mains and 3 miles of 16 inch mains to provide adequate looping and service, which is estimated at \$2.4 million.

Arterial Streets: Street improvements for this area are not identified for construction in the next 12 years. The roads shown in the draft 2005 CIP will require substantial new funding in order to be built. The necessary roadway improvements needed to support this level of development are shown in the Transportation Plan but none of the necessary funding has been identified in the CIP. For this area, the necessary adjacent roadway improvements identified in the Plan are as follows:

- South Coddington Ave, West Van Dorn to Old Cheney Road;
- SW 12th Street, West Pioneers to West Old Cheney;
- West Pioneers Blvd, South Coddington Ave to US Hwy 77; and,
- West Old Cheney, South Coddington Ave to SW 12th Street (exact routes yet to be studied and determined for West Pioneers Boulevard and West Old Cheney Road)

South Coddington Avenue and S.W. 12th Street adjacent to the proposed area are paved two-lane County roads and are not built to urban standards. Public Works and Utilities does not support this amendment because changing this area to Priority A suggests the City is ready to except urban development that require extensive urban street improvements. Public Works and Utilities recommends this proposal is incorporated into future Southwest studies prior to changing the priority designation.

Watershed Management: Public Works and Utilities state they do not have immediate

plans to complete a watershed master plan for the Haines Branch drainage basin. The City has a policy of completing watershed master plans prior to development which allows the City to protect new development from existing and future stream stability and flooding issues and reduces the cost of stream stabilization projects which typically become more expensive in urban areas. The designation of Tier I Priority B allows a watershed master plan to be completed prior to new development in the Haines Branch watershed.

- 3) None of these departments addressed the impact this proposal might have on operating budgets.
- 4) The applicant has stated that this proposal would “..open up a major basin in the southwest.” The application further noted that “One of the highlights of this area is its ability to be served predominately by existing public facilities.”

The Plan also contains a “concurrency policy” on page F 154 that states:

“Public infrastructure — including roads, water, sewer, parks, schools, libraries — is essential to the health, safety and welfare of the community. As the community grows, it is desirable that these systems and facilities be developed concurrently, — that is, at the same time— with that growth.”

Designate Community Commerce Center:

Community Centers can have a community wide appeal but primarily serve a geographic subarea within Lincoln and surrounding areas within the County. Community Centers should be located approximately two to three miles apart, depending upon their size, scale, function and area population.

In 2003, a Comprehensive Plan Amendment was approved that revised the Community Center commercial designation to designate the northwest corner of Homestead Expressway (US-77) and West Denton Road as a Community Center. This area encompassed land that was already designated as a Tier I Priority A urban growth area in the Comprehensive Plan. The detailed planning of the Community Center and the programming of the public infrastructure needed to serve this area are still under discussion. This approved Center is located approximately 1.5 miles from the location of the proposed Center which is requested to be site specifically designated.

The Public Works and Utilities Department state that the planned transportation system improvements will need to be evaluated to determine if it can support the proposed Community Center designation at this location. The segment of West Old Cheney Road adjacent to this propose site is identified in the Transportation Plan as a two plus center turn lane (CTL) facility that does not exist today. A two-lane facility may not be sufficient to serve a Community Center at this location. Traffic studies will need to be provided to demonstrate how this will fit into the current Transportation Plan and system improvements planned for this area. The location does not offer the optimal connectivity to the major transportation facilities to the east. The Transportation Plan identifies Homestead Expressway (US-77) as a freeway with interchanges at Pioneers Boulevard and Warlick Boulevard (West Denton Road). Future access to Homestead Expressway from West Old Cheney is proposed for elimination in the planning period. The possibility of an overpass along

Old Cheney Road bridging Homestead Expressway is to be restudied, but will not offer regional access.

Conclusion

In regards to the request to change from Priority B to A, the basic questions are does this land meet the definition of the Priority A, and will including it as Priority A negatively impact the City's infrastructure plans. In general the proposed area does **not** meet the criteria for designation to Priority A, and should be **denied**.

1. Given utility planning and infrastructure financing plans is the land serviceable by 2014?

No, given current infrastructure plans and financing, this area is not being planned for full services by the year 2014. The area does **not** meet the definition of Priority A since it will not be provided with basic infrastructure within 2014. Some adjacent improvements may done in the near term (water by 2010), but wastewater and roads improvements are not identified in the six-year draft 2005 CIP or planned for the next year.

2. Will the Priority A designation negatively impact the community's infrastructure plans?

Yes, serving this 303 acres given the limitations on funding means that in order to serve this area, infrastructure to serve other areas would have to be delayed. Major infrastructure items required to serve this area are not identified in the draft 2005 CIP.

Denial of this amendment, at this time, is also based on the fact that:

- The community already has limited funds to serve the land already designated as Priority A in the Plan,
- The 2005 draft CIP is based on numerous water and sewer rate increases, new financing sources for the arterial streets, continued revenue from impact fees, and approval of general obligation bonds to pay for watershed, park and fire station improvements. If any of these financing mechanisms are not approved or available, then improvements and services to Priority A areas will be further delayed, and
- It is important that the community move toward the goal of concurrency in improvements — providing utilities to an area in one year, with roads, schools, fire protection and parks lagging years afterward provides citizens with poor service and is contrary to the goals of the Plan.

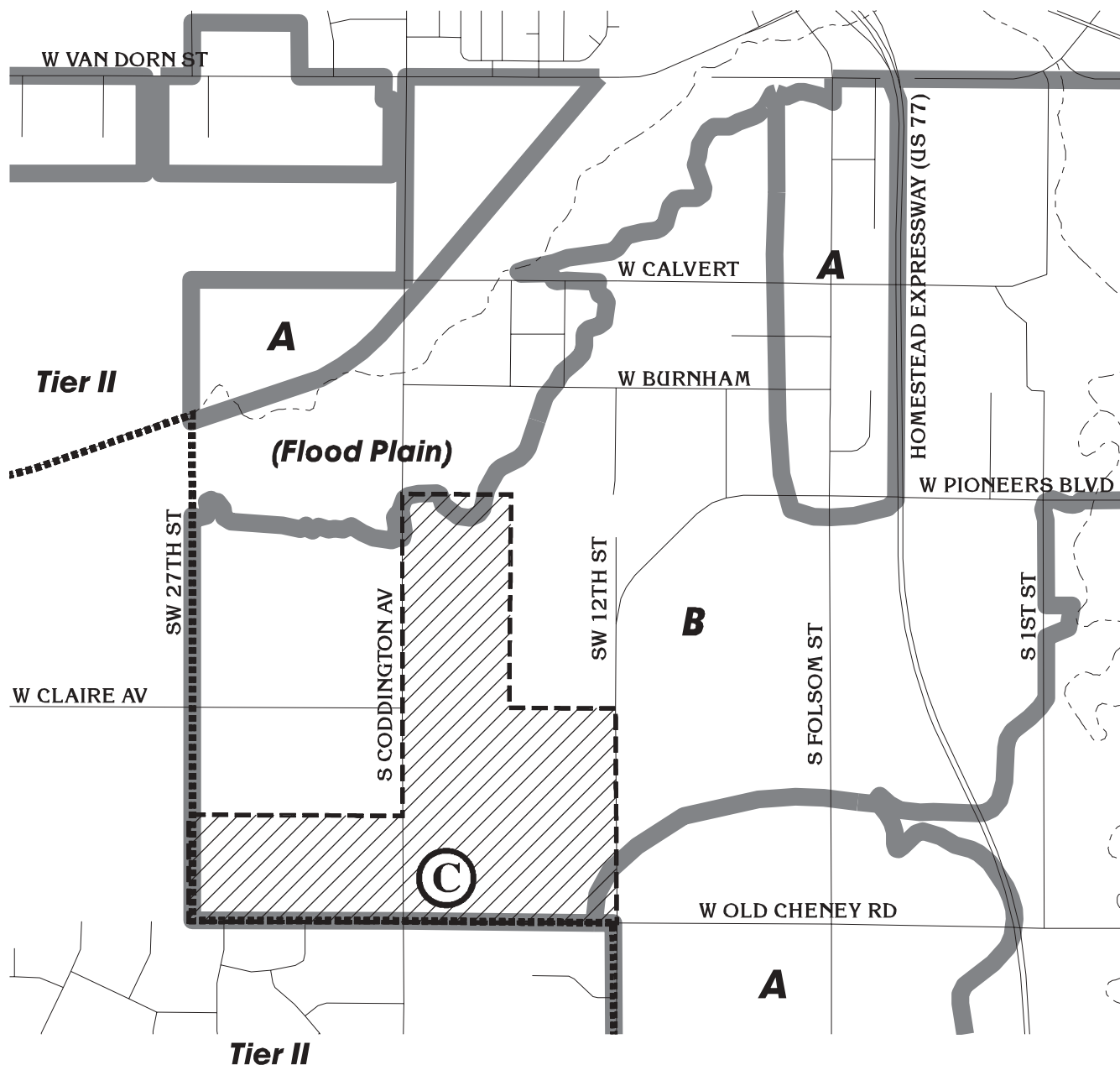
In regards to the site specific designation of a Community Center at the northeast corner of South Coddington Avenue and West Old Cheney Road, the question to be answered, does it meet the principles identified in the Comprehensive Plan. In general the request to revise the Plan to specifically locate a Community Center at this location does **not** meet the criteria for designation and should be **denied**.

The timing of the Commercial Center designation is premature at this time. The Center should be specifically designated at a time when the property is identified in the growth tier in which urban infrastructure is planned. This approach was followed in the designation of Community Centers at 98th and 'O' Streets, and Homestead Expressway (US-77) and West Denton Road. The impact on the planned transportation system would possibly create capacity and traffic concerns that are not addressed with this application. Additionally, the location of a Community Center for optimal community-wide transportation access suggests a site closer to the Homestead Expressway, where an approved interchange is planned at Pioneers Boulevard. The proposed location of the Community Center is approximately 1.5 miles from an approved Community Center, generally at Homestead Expressway (US-77) and West Denton Road. The spacing of both of these Community Centers, if approved, would not meet the requirements in the Plan.

Prepared by

Duncan Ross, AICP dross@lincoln.ne.gov
Planning Department, (402) 441-7603

Prepared April 27, 2005



S Coddington & W Old Cheney

Proposed Amendment 05008

- Future Service Limit
- Priority Area Boundary
- A** Priority Designation
- Applicant Proposal From Priority B to Priority A
- ©** Applicant Proposal for Site Specific Commercial Center





JAN 31 2005



Dear Mr. Ross,

Per our discussions please consider our priority B to A change request. I am representing a coalition of 6 land owners which own 303 acres which we wish to develop in the near future. If our change request is granted we can proceed with the planning necessary to open up the Hanes branch basin. Our efforts will facilitate cost effective growth in the SW portion of Lincoln. The State of Nebraska holds 504 acres, Hampton Enterprises has 141 acres and the City of Lincoln has 56 acres. This is a total of 1,004 acres that will capitalize on our efforts.

Second Comprehensive plan change request, I request the "Not Site Specific" commercial center designation be attached to my ground, legal description LOT 49 SE 9-9-6. This ground is located at the corner of 2 major intersections (Old Cheney and S. Coddington Ave).

In the attached questionnaire we have enumerated a number of reasons why we feel our requested change is well within the intent and direction laid out by the Comprehensive Plan. If there are any questions or you would like further clarity for our reasons please do not hesitate to contact me at (402) 202 - 3741.

Thank you for the time you have already allotted me and we appreciate your diligent consideration in this matter.

Sincerely,

Rob Watson
(402) 202 - 3741
rob@creativethinkinginc.com

Coalition Members:

| | | |
|---|---|---|
| Rob Watson 5600 S. Coddington Ave Lincoln, NE 68523 | Bill Watson 5500 S. Coddington Ave Lincoln, NE 68523 | Tim Schrader 5001 SW 12 th Lincoln, NE 68523 |
| Don Fauth 5401 S. Coddington Ave. Lincoln, NE 68523 | Jim Wiechert 4955 SW 12 th Lincoln, NE 68523 | Walt's Acres |

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PART II.

REQUIRED QUESTIONNAIRE:

COMPREHENSIVE PLAN AMENDMENT APPLICATION

Please answer the following questions in text and/or graphic format and attach them to the application. Answer all questions on a separate sheet of paper and reference the question number in your answer.

1. Provide a detailed description and explanation of the proposed amendment. Include the Element (Land Use, Transportation, etc.) to be amended. (Please attach map and legal description if proposal is for specific tract of land.)

Request to Change (LOT 49 SE 9-9-6; LOT 48 SE 9-9-6; E1/2 SE 9-9-6; LOT 47 NE 9-9-6; LOT 43 SW 9-9-6; LOT 42 SW 9-9-6) to a priority A designation.

2. Describe how the proposal is currently addressed in the Comprehensive Plan. If the issue is not adequately addressed, describe the need for it.

- a. On page F-29 under 'Principles for Priority Areas' the second bullet point states:

"Infrastructure improvements should be made with current development."

There is current infrastructure and utilities in the CIP for existing development efforts that would be shared by our proposed area. The addition of this area fits within this principal by optimizing public infrastructure investments. (see attached exhibit 4)

- b. On page F-29 under 'Principles for Priority Areas' the third bullet point states:

"In order to implement the Plan Vision, infrastructure should generally be provided in different directional growth areas, depending upon limited financial resources and if there is development interest in the area."

This request is to establish our interest to develop in the area and offer our consideration of financing some infrastructure as an effort to address the issue of limited financial resources.

- c. On page F-29 under 'Principles for Priority Areas' the fourth bullet point states:

"Funds for improvements in new major drainage basins to the southwest and to the east should provide the opportunity for development to begin in these areas within the next 12 years".

Our proposal would open up a major basin in the southwest (see exhibit 6 and 7)

- d. On page F-29 under 'Principles for Priority Areas' the fifth bullet point states:

"Development in the southwest should begin in the Priority A area in the general vicinity of the intersection of Warlick Blvd. and Highway 77. Further planning should proceed to identify initial staging of infrastructure and development area"

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The area we are proposing can greatly enhance the aforementioned Comprehensive plan objective, by providing arterial roads that will improve access for emergency and public safety service to the area. Also provide better access to parks, trails, schools and commercial services in the area by connecting two major developed and developing areas.

- e. On page F-29 under 'Principles for Priority Areas' the sixth bullet point states:

"The community should only approve development proposals that can be adequately served by all public facilities."

One of the highlights of this area is its ability to be served predominately by existing public facilities (see attached exhibit 5)

3. What do you anticipate will be the impacts (fiscal/CIP, environmental, phasing, etc.) caused by the proposal, including the geographic area affected and the issues presented? Why will the proposed change result in a net benefit to the community? If not, what type of benefit can be expected and why?

Fiscal/CIP:

- a. Two half mile arterial roads would need to be constructed (\$ unknown)
- b. Approx. 6336 feet of 36' sewer line at \$250 per lineal foot (est. 1,584,000.00)
- c. Approx. 2640 feet of 24' sewer line at \$150 per lineal foot (est. 396,000.00)
- d. Water for the area is in the CIP for 2008 – 2009
- e. Fire, Public Safety, Parks, trails, schools and library already available to the area.

Geographic Area:

- a. See Attached Maps and Diagrams

Net Benefit to the Community:

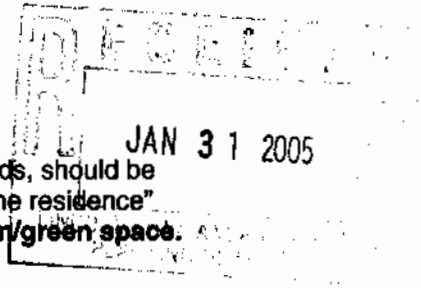
- a. Opens up a major southwest drainage basin designed for in 1969 (exhibit 6 & 7)
- b. Provides for future cost effective growth (exhibits 1-7)
- c. Optimizes existing and scheduled public infrastructure (exhibit 4)
- d. Augments and improves access to current priority A location (exhibit 1 & 2)
- e. Will offer affordable housing options
- f. Promotes concentric City growth (exhibit 1 & 2)
- g. Maximizes utilization of existing road ways (exhibit 3)
- h. Will not add a lot of downstream traffic congestion issues (exhibit 3)
- i. Improve existing infrastructure for the Regional Center and Yankee Hill

4. How would the proposed change comply with the community vision statements, goals, principles, and policies of the Comprehensive Plan? Include any specific page numbers from the Plan, research, or reasoning that supports the proposed amendment.

- a. Page F17 "compact growth built on the foundations of established neighborhoods"
The addition of our area to the existing priority A area, is essential in accomplishing this vision. Our area connects the closest neighborhood to accomplish compact growth.
- b. Page F17 "Maximize the community present infrastructure investment by planning for residential and commercial development in areas with available capacity"
This basin provides ample capacity to maximize any community infrastructure investment, as well as maximizes existing community infrastructure.
- c. Page F18 "Citizens should be able to afford to buy safe and decent home."

- The addition of this ground, will help keep this vision a reality**
- d. Page F18 "A range of parks and open space, from tot-lots to ball fields, should be distributed within neighborhoods and be within walking distance of the residence"

This area is ripe with parks, trails, ball fields, soccer fields, open/green space.



5. Is there public support for this proposed text amendment (i.e. have you conducted community meetings, etc.)?

Yes. The request is backed by a coalition of land owners affected by this change.

**Your Comprehensive Plan Amendment Application must be received by the Planning Department no later than 4:30 p.m. on February 2nd to be considered. Please send application and application fee to:
Lincoln-Lancaster County Planning Department
555 South 10th Street, Suite 213
Lincoln, NE 68508.**

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Remaining Question:

1. Request Commercial center designation
2. Would you like parcel ID's
3. Letter to whom?
4. Sewer right of way
- 5.

Exhibit 1

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Reasons for granting the request to change priority

Currently priority A

Requested Priority
change B to A



Exhibit 2

Promotes concentric growth with city core and services

Proposed change from Priority B to Priority A

Currently Priority A

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Exhibit 3

Current roads and improvements are strong and the area being requested has one or two strong street additions Claire and Old Cheney to improve the whole area.

Denton Road

Proposed overpass

Overpass

Pioneer Boulevard

Hwy 77 bypass

West Van Dorn

SW 12th

Old Cheney

Claire

Coddington

Requested Priority change B to A

Exhibit 4

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Additional resources for water are not required.

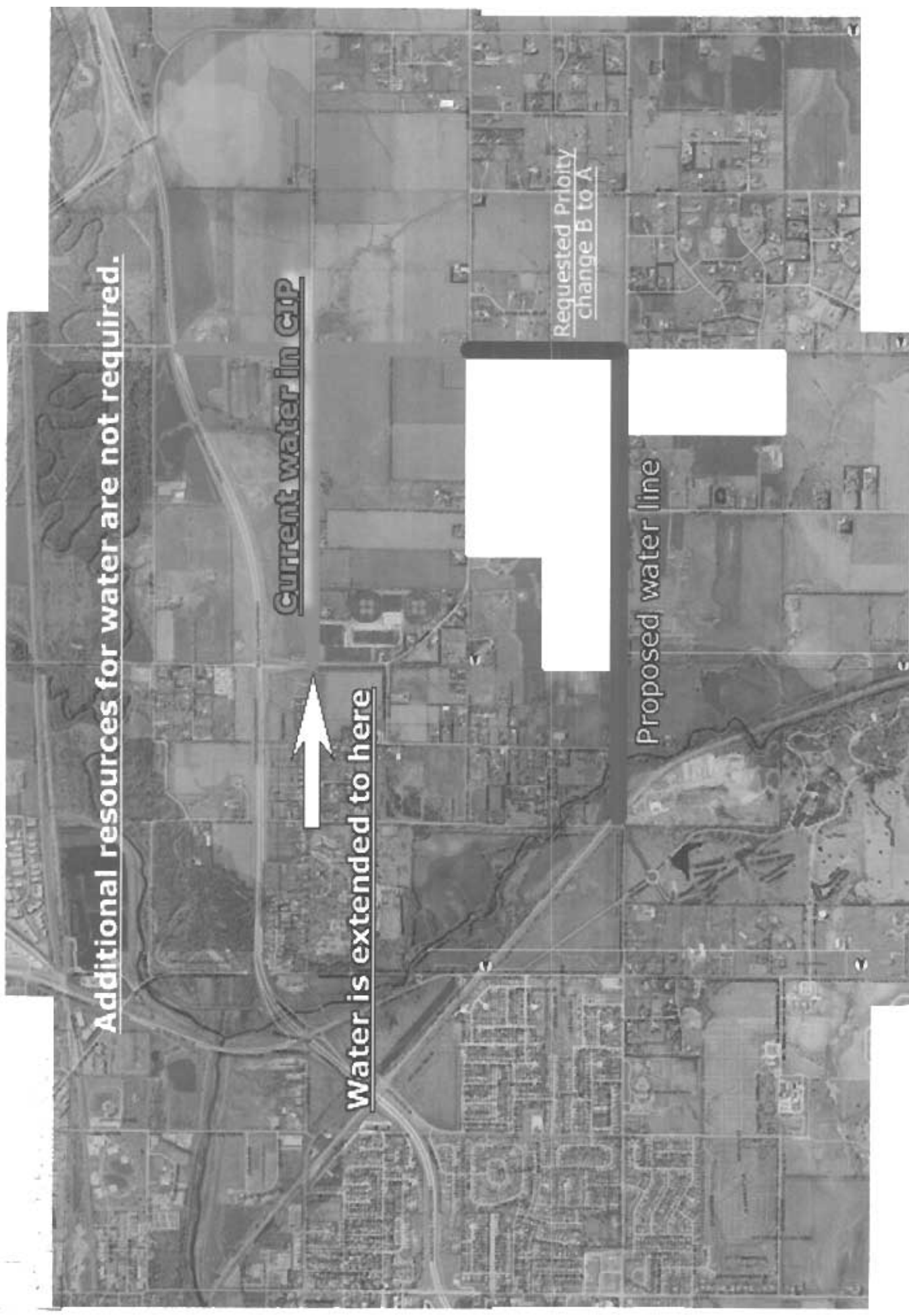
Current water in CIP



Water is extended to here

Requested Priority
change B to A

Proposed water line



JAN 31 2005

Exhibit 5

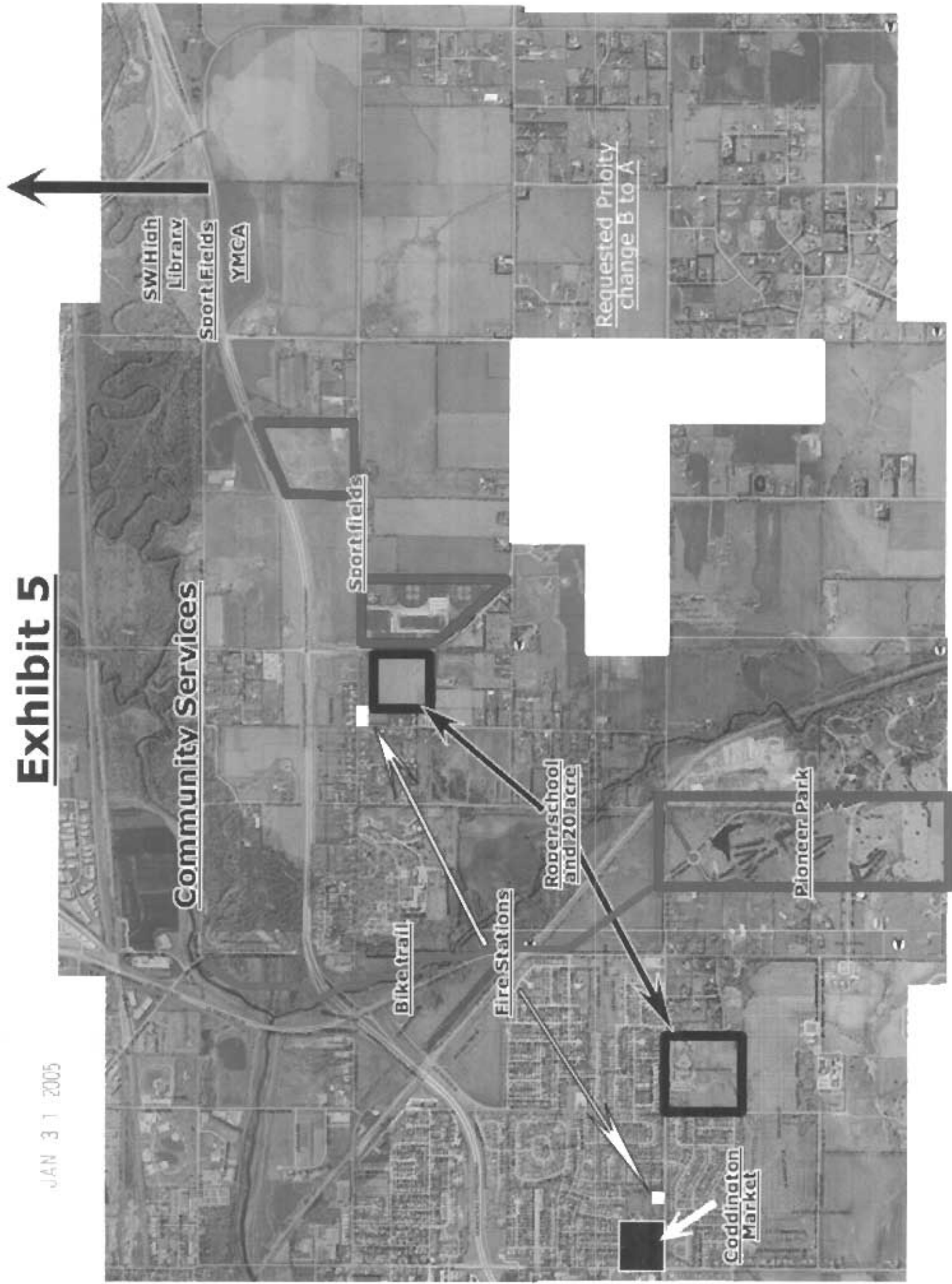


Exhibit 6

Possible financing by developer. Priority change needed to justify expense of analysis and options.

sewer line to be added.

Benefit to Yankee Hill and State Hospital

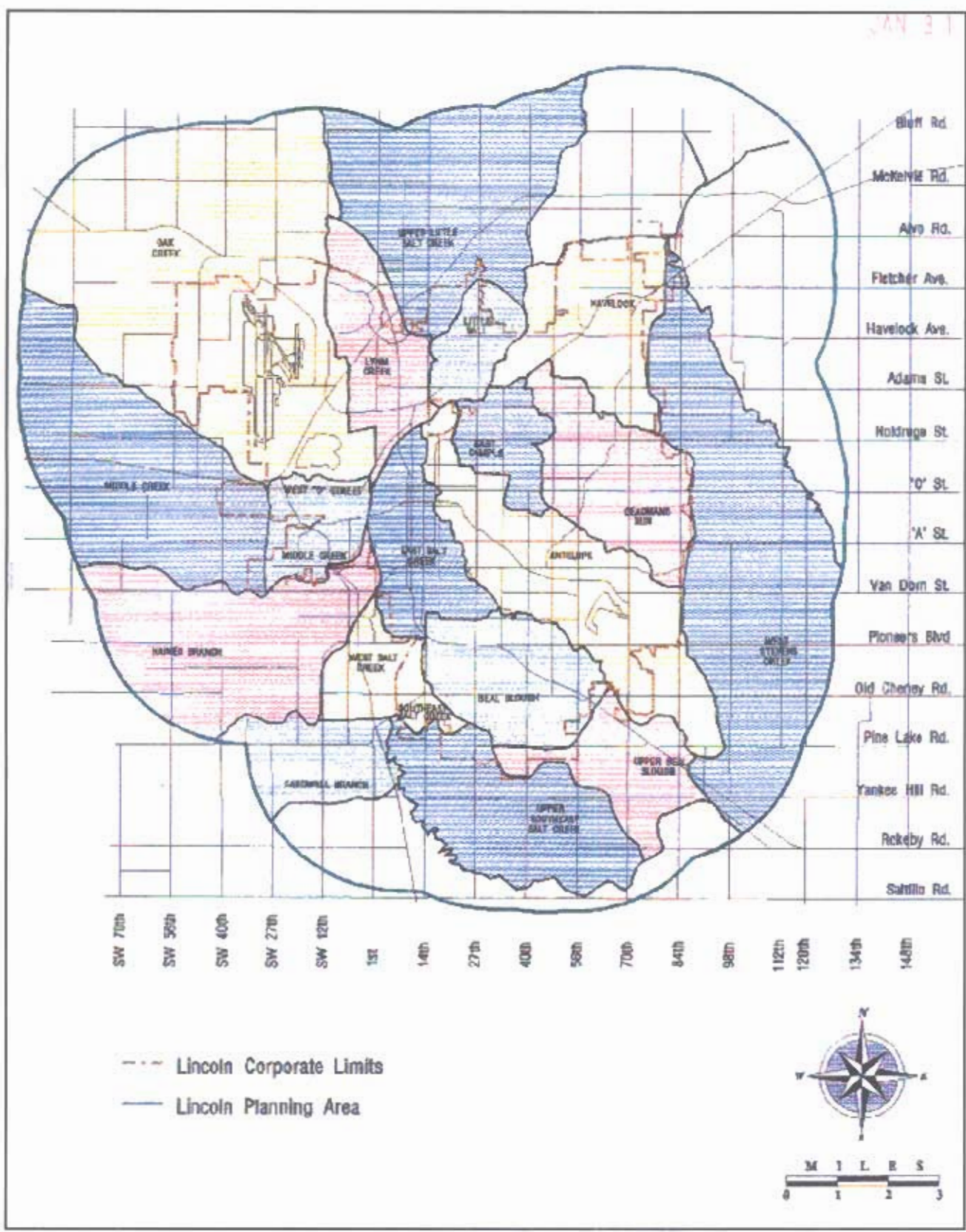
Requested Priority change B to A

Long term significant contiguous ground and green area can be developed.

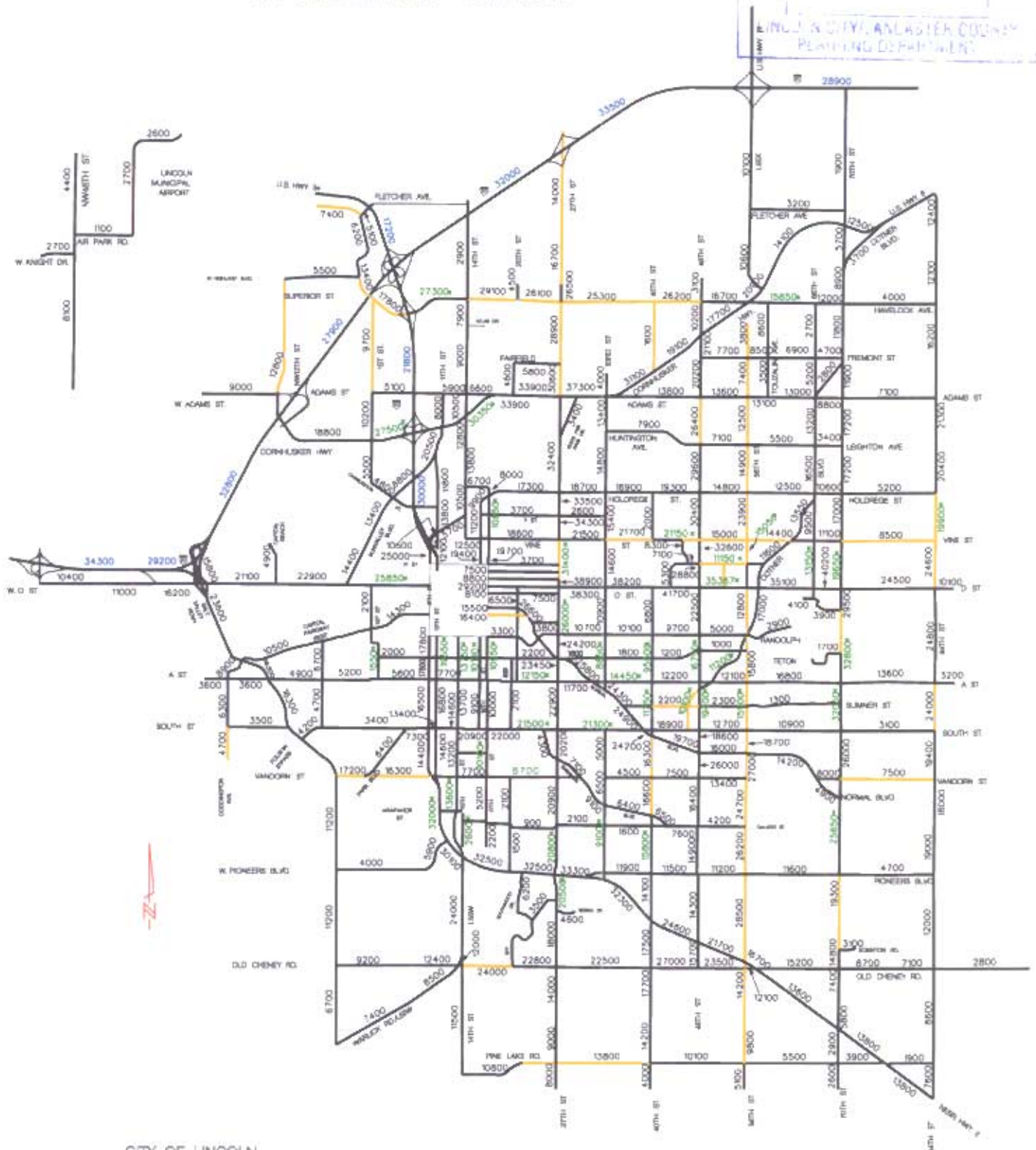


Exhibit 7

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LINCOLN CITY, ANGLASIER COUNTY
PLANNING DEPARTMENT



j.kristell@tugraz.at